FIRST REGULAR SESSION

SENATE BILL NO. 414

97TH GENERAL ASSEMBLY

INTRODUCED BY SENATOR DIXON.

Read 1st time February 27, 2013, and ordered printed.

1820S.03I

TERRY L. SPIELER, Secretary.

AN ACT

To repeal sections 217.720, 559.036, 600.011, 600.040, 600.042, and 600.048, RSMo, and to enact in lieu thereof eight new sections relating to the legal defense of indigent persons, with existing penalty provisions.

Be it enacted by the General Assembly of the State of Missouri, as follows:

Section A. Sections 217.720, 559.036, 600.011, 600.040, 600.042, and

- 2 600.048, RSMo, are repealed and eight new sections enacted in lieu thereof, to be
- 3 known as sections 217.720, 559.036, 600.011, 600.040, 600.042, 600.048, 600.062,
- 4 and 600.064, to read as follows:

217.720. 1. At any time during release on parole or conditional release

- 2 the board may issue a warrant for the arrest of a released offender for violation
- 3 of any of the conditions of parole or conditional release. The warrant shall
- 4 authorize any law enforcement officer to return the offender to the actual custody
- 5 of the correctional center from which the offender was released, or to any other
- 6 suitable facility designated by the board. If any parole or probation officer has
- 7 probable cause to believe that such offender has violated a condition of parole or
- 8 conditional release, the probation or parole officer may issue a warrant for the
- 9 arrest of the offender. The probation or parole officer may effect the arrest or
- 10 may deputize any officer with the power of arrest to do so by giving the officer a
- 11 copy of the warrant which shall outline the circumstances of the alleged violation
- 12 and contain the statement that the offender has, in the judgment of the probation
- 13 or parole officer, violated conditions of parole or conditional release. The warrant
- 14 delivered with the offender by the arresting officer to the official in charge of any
- 15 facility designated by the board to which the offender is brought shall be
- 16 sufficient legal authority for detaining the offender. After the arrest the parole

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or probation officer shall present to the detaining authorities a similar statement of the circumstances of violation. Pending hearing as hereinafter provided, upon any charge of violation, the offender shall remain in custody or incarcerated without consideration of bail.

- 2. If the offender is arrested under the authority granted in subsection 1 of this section, the offender shall have the right to a preliminary hearing on the violation charged unless the offender waives such hearing. At the preliminary hearing, or final hearing if the preliminary hearing is waived, the judge shall inform the offender that he or she may have the right to request the appointment of counsel if the offender is unable to retain counsel. If the offender requests counsel, the judge shall determine whether counsel is necessary to protect the offender's due process rights. If the judge determines that counsel is not necessary, the judge shall state the grounds for the decision in the record. Upon such arrest and detention, the parole or probation officer shall immediately notify the board and shall submit in writing a report showing in what manner the offender has violated the conditions of his parole or conditional release. The board shall order the offender discharged from such facility, require as a condition of parole or conditional release the placement of the offender in a treatment center operated by the department of corrections, or shall cause the offender to be brought before it for a hearing on the violation charged, under such rules and regulations as the board may adopt. If the violation is established and found, the board may continue or revoke the parole or conditional release, or enter such other order as it may see fit. If no violation is established and found, then the parole or conditional release shall continue. If at any time during release on parole or conditional release the offender is arrested for a crime which later leads to conviction, and sentence is then served outside the Missouri department of corrections, the board shall determine what part, if any, of the time from the date of arrest until completion of the sentence imposed is counted as time served under the sentence from which the offender was paroled or conditionally released.
- 3. An offender for whose return a warrant has been issued by the board shall, if it is found that the warrant cannot be served, be deemed to be a fugitive from justice or to have fled from justice. If it shall appear that the offender has violated the provisions and conditions of his parole or conditional release, the board shall determine whether the time from the issuing date of the warrant to the date of his arrest on the warrant, or continuance on parole or conditional

release shall be counted as time served under the sentence. In all other cases, time served on parole or conditional release shall be counted as time served under the sentence.

56 4. At any time during parole or probation, the board may issue a warrant for the arrest of any person from another jurisdiction, the visitation and 57 supervision of whom the board has undertaken pursuant to the provisions of the 58 interstate compact for the supervision of parolees and probationers authorized in 59 section 217.810, for violation of any of the conditions of release, or a notice to 60 appear to answer a charge of violation. The notice shall be served personally 61 upon the person. The warrant shall authorize any law enforcement officer to 62 return the offender to any suitable detention facility designated by the 64 board. Any parole or probation officer may arrest such person without a warrant, or may deputize any other officer with power of arrest to do so by issuing a 65 written statement setting forth that the defendant has, in the judgment of the 66 67 parole or probation officer, violated the conditions of his release. The written statement delivered with the person by the arresting officer to the official in 68 69 charge of the detention facility to which the person is brought shall be sufficient legal authority for detaining him. After making an arrest the parole or probation 70 71 officer shall present to the detaining authorities a similar statement of the 72circumstances of violation.

559.036. 1. A term of probation commences on the day it is imposed.

2 Multiple terms of Missouri probation, whether imposed at the same time or at

3 different times, shall run concurrently. Terms of probation shall also run

4 concurrently with any federal or other state jail, prison, probation or parole term

5 for another offense to which the defendant is or becomes subject during the

6 period, unless otherwise specified by the Missouri court.

7 2. The court may terminate a period of probation and discharge the defendant at any time before completion of the specific term fixed under section 8 559.016 if warranted by the conduct of the defendant and the ends of justice. The court may extend the term of the probation, but no more than one extension of 10 any probation may be ordered except that the court may extend the term of 11 12 probation by one additional year by order of the court if the defendant admits he 13 or she has violated the conditions of probation or is found by the court to have 14 violated the conditions of his or her probation. Total time on any probation term, including any extension shall not exceed the maximum term established in 15 16 section 559.016. Procedures for termination, discharge and extension may be

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17 established by rule of court.

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- 18 3. If the defendant violates a condition of probation at any time prior to 19 the expiration or termination of the probation term, the court may continue him on the existing conditions, with or without modifying or enlarging the conditions 20 21 or extending the term.
- 22 4. (1) If a continuation, modification, enlargement or extension is not 23 appropriate under this section, the court shall order placement of the offender in one of the department of corrections' one hundred twenty-day programs so long as:
 - (a) The underlying offense for the probation is a class C or D felony or an offense listed in chapter 195; except that, the court may, upon its own motion or a motion of the prosecuting or circuit attorney, make a finding that an offender is not eligible if the underlying offense is involuntary manslaughter in the first degree, involuntary manslaughter in the second degree, aggravated stalking, assault in the second degree, sexual assault, domestic assault in the second degree, assault of a law enforcement officer in the second degree, statutory rape in the second degree, statutory sodomy in the second degree, deviate sexual assault, sexual misconduct involving a child, incest, endangering the welfare of a child in the first degree under subdivision (1) or (2) of subsection 1 of section 568.045, abuse of a child, invasion of privacy or any case in which the defendant is found guilty of a felony offense under chapter 571;
 - (b) The probation violation is not the result of the defendant being an absconder or being found guilty of, pleading guilty to, or being arrested on suspicion of any felony, misdemeanor, or infraction. For purposes of this subsection, "absconder" shall mean an offender under supervision who has left such offender's place of residency without the permission of the offender's supervising officer for the purpose of avoiding supervision;
 - (c) The defendant has not violated any conditions of probation involving the possession or use of weapons, or a stay-away condition prohibiting the defendant from contacting a certain individual; and
 - (d) The defendant has not already been placed in one of the programs by the court for the same underlying offense or during the same probation term.
- (2) Upon receiving the order, the department of corrections shall conduct 50 an assessment of the offender and place such offender in the appropriate one hundred twenty-day program under subsection 3 of section 559.115.
- 52(3) Notwithstanding any of the provisions of subsection 3 of section

53 559.115 to the contrary, once the defendant has successfully completed the 54 program under this subsection, the court shall release the defendant to continue 55 to serve the term of probation, which shall not be modified, enlarged, or extended 56 based on the same incident of violation. Time served in the program shall be 57 credited as time served on any sentence imposed for the underlying offense.

- 5. If the defendant is not eligible under subsection 4 of this section for placement in a program and a continuation, modification, enlargement, or extension of the term under this section is not appropriate, the court may revoke probation and order that any sentence previously imposed be executed. If imposition of sentence was suspended, the court may revoke probation and impose any sentence available under section 557.011. The court may mitigate any sentence of imprisonment by reducing the prison or jail term by all or part of the time the defendant was on probation. The court may, upon revocation of probation, place an offender on a second term of probation. Such probation shall be for a term of probation as provided by section 559.016, notwithstanding any amount of time served by the offender on the first term of probation.
- 6. Probation shall not be revoked without giving the probationer notice and an opportunity to be heard on the issues of whether [he] such probationer violated a condition of probation and, if [he did] a condition was violated, whether revocation is warranted under all the circumstances. At any preliminary hearing, or final hearing if a preliminary hearing is not held, on the violation, the judge shall inform the probationer that he or she may have the right to request the appointment of counsel if the probationer is unable to retain counsel. If the probationer requests counsel, the judge shall determine whether counsel is necessary to protect the probationer's due process rights. If the judge determines that counsel is not necessary, the judge shall state the grounds for the decision in the record.
- 7. The prosecuting or circuit attorney may file a motion to revoke probation or at any time during the term of probation, the court may issue a notice to the probationer to appear to answer a charge of a violation, and the court may issue a warrant of arrest for the violation. Such notice shall be personally served upon the probationer. The warrant shall authorize the return of the probationer to the custody of the court or to any suitable detention facility designated by the court. Upon the filing of the prosecutor's or circuit attorney's motion or on the court's own motion, the court may immediately enter an order

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suspending the period of probation and may order a warrant for the defendant's arrest. The probation shall remain suspended until the court rules on the prosecutor's or circuit attorney's motion, or until the court otherwise orders the probation reinstated.

- 8. The power of the court to revoke probation shall extend for the duration of the term of probation designated by the court and for any further period which is reasonably necessary for the adjudication of matters arising before its expiration, provided that some affirmative manifestation of an intent to conduct a revocation hearing occurs prior to the expiration of the period and that every reasonable effort is made to notify the probationer and to conduct the hearing prior to the expiration of the period.
- 600.011. The following words and phrases as used in this chapter have the following meanings, unless the context otherwise requires:
 - (1) "Assigned counsel" means private attorneys who are hired by the state public defender director to handle the cases of eligible persons from time to time on a case basis;
- 6 (2) ["Chief deputy director" means the attorney appointed by the 7 commission to assist the state public defender director and to exercise the duties 8 and powers of the director in his absence or upon his resignation;
 - (3)] "Assistant public defender", a staff attorney within a particular public defender office responsible for the handling of cases of eligible persons;
 - (3) "Commission" [means], the public defender commission;
- 13 (4) "Defender(s)", includes both attorneys which serve as staff attorneys 14 in the state defender system and [assigned] **contract** counsel [who provide 15 defense services on a case basis], but does not include secretarial, investigative, 16 social service, or paraprofessional staff;
 - (5) "Deputy director", the attorney or attorneys appointed by the commission to assist the state public defender director and to temporarily exercise the duties and powers of the director in his or her absence or upon his or her resignation, pending the commission's appointment of a new director;
- 22 (6) "Deputy district defender", an attorney who assists the 23 district defender in the management and supervision of a public 24 defender district office and performs the duty of the district defender 25 in his or her absence;

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- 26 (7) "Director" [means], the state public defender director;
- [(6)] (8) "District defender", the managing attorney in charge of a public defender district office;
 - (9) "Division director", an employee responsible for the supervision and management of multiple district offices or areas of statewide responsibility as assigned by the director, or both;
 - (10) "Eligible person" [means], a person who falls within the financial rules for legal representation at public expense prescribed by section 600.086;
- [(7)] (11) "State public defender system" [means], a system for providing defense services to every jurisdiction within the state by means of a centrally administered organization having a full-time staff.
- 600.040. 1. The city or county shall provide office space and utility services, other than telephone service, for the [circuit or regional] district public defender and his or her personnel. If there is more than one county in a [circuit or region] district, each county shall contribute, on the basis of population, its pro rata share of the costs of office space and utility services, other than telephone service. The state shall pay, within the limits of the appropriation therefor, all other expenses and costs of the state public defender system authorized under this chapter.
- 2. A complete budget for the state public defender system shall be provided through an annual appropriation subject to approval by the governor and the general assembly. The budget request for the state public defender system shall be approved by the commission and submitted directly to the governor and the general assembly by the director and shall not be subject to diminution or alteration by the judicial department of state government.
- 3. Any person who is a public defender or employee of a public defender shall be entitled to all benefits of the Missouri state employees' retirement system as defined in sections 104.310 to 104.550.

600.042. 1. The director shall:

- 2 (1) Direct and supervise the work of the deputy directors and other state 3 public defender office personnel appointed pursuant to this chapter; and he or 4 **she** and the [chief] deputy director or directors may participate in the trial and 5 appeal of criminal actions at the request of the defender;
- 6 (2) Submit to the commission, between August fifteenth and September 7 fifteenth of each year, a report which shall include all pertinent data on the 8 operation of the state public defender system, the costs, projected needs, and

- 9 recommendations for statutory changes. Prior to October fifteenth of each year,
- 10 the commission shall submit such report along with such recommendations,
- 11 comments, conclusions, or other pertinent information it chooses to make to the
- 12 chief justice, the governor, and the general assembly.
- 13 Such reports shall be a public record, shall be maintained in the office of the state
- 14 public defender, and shall be otherwise distributed as the commission shall
- 15 direct;
- 16 (3) With the approval of the commission, establish such divisions,
- 17 facilities and offices and select such professional, technical and other personnel,
- 18 including investigators, as he deems reasonably necessary for the efficient
- 19 operation and discharge of the duties of the state public defender system under
- 20 this chapter;
- 21 (4) Administer and coordinate the operations of defender services and be
- 22 responsible for the overall supervision of all personnel, offices, divisions and
- 23 facilities of the state public defender system, except that the director shall have
- 24 no authority to direct or control the legal defense provided by a defender to any
- 25 person served by the state public defender system;
- 26 (5) Develop programs and administer activities to achieve the purposes
- 27 of this chapter;
- 28 (6) Keep and maintain proper financial records with respect to the
- 29 [providing] **provision** of all public defender services for use in the calculating
- 30 of direct and indirect costs of any or all aspects of the operation of the state
- 31 public defender system;
- 32 (7) Supervise the training of all public defenders, [assistant public
- 33 defenders, deputy public defenders and other personnel and establish such
- 34 training courses as shall be appropriate;
- 35 (8) With approval of the commission, promulgate necessary rules,
- 36 regulations and instructions consistent with this chapter defining the
- 37 organization of [his office] the state public defender system and the
- 38 responsibilities of [public] division directors, district defenders, [assistant
- 39 public deputy district defenders, [deputy] assistant public defenders and
- 40 other personnel;
- 41 (9) With the approval of the commission, apply for and accept on behalf
- 42 of the public defender system any funds which may be offered or which may
- 43 become available from government grants, private gifts, donations or bequests or
- 44 from any other source. Such moneys shall be deposited in the state general

45 revenue fund;

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- 46 (10) Contract for legal services with private attorneys on a case-by-case 47 basis and with assigned counsel as the commission deems necessary considering 48 the needs of the area, for fees approved and established by the commission;
- 49 (11) With the approval and on behalf of the commission, contract with 50 private attorneys for the collection and enforcement of liens and other judgments 51 owed to the state for services rendered by the state public defender system.
 - 2. No rule or portion of a rule promulgated under the authority of this chapter shall become effective unless it has been promulgated pursuant to the provisions of section 536.024.
 - 3. The director and defenders shall, within guidelines as established by the commission and as set forth in subsection 4 of this section, accept requests for legal services from eligible persons entitled to counsel under this chapter or otherwise so entitled under the constitution or laws of the United States or of the state of Missouri and provide such persons with legal services when, in the discretion of the director or the defenders, such provision of legal services is appropriate.
- 4. The director and defenders shall provide legal services to an eligible person:
 - (1) Who is detained or charged with a felony, including appeals from a conviction in such a case;
 - (2) Who is detained or charged with a misdemeanor in which the prosecuting attorney has requested a jail sentence and which will probably result in confinement in the county jail upon conviction, including appeals from a conviction in such a case;
 - (3) Who is [detained or] charged with a violation of probation or parole when it has been determined by a judge that the appointment of counsel is necessary to protect the person's due process rights under section 217.720 or section 559.036;
- (4) Who has been taken into custody pursuant to section 632.489, including appeals from a determination that the person is a sexually violent predator and petitions for release, notwithstanding any provisions of law to the contrary;
 - (5) [For whom the federal constitution or the state constitution requires the appointment of counsel; and
 - (6) For whom, Who is charged in a case in which he or she faces a loss

81 or deprivation of liberty, and in which the federal or the state constitution

- 82 or any law of this state requires the appointment of counsel; however, the
- 83 director and the defenders shall not be required to provide legal services to
- 84 persons charged with violations of county or municipal ordinances, or
- 85 misdemeanor offenses except as provided in this section.
- 5. The director may:

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- 87 (1) Delegate the legal representation of any person to any member of the 88 state bar of Missouri;
- 89 (2) Designate persons as representatives of the director for the purpose 90 of making indigency determinations and assigning counsel.
- 600.048. 1. It shall be the duty of every person in charge of a jail, police station, constable's or sheriff's office, or detention facility provided by any county to post in a conspicuous place a notice stating in effect:
- 4 (1) That every person held in custody under a charge or suspicion of a 5 crime is entitled to have a lawyer;
- 6 (2) That if any such person is held in custody in connection with any of
 7 the cases or proceedings set out in section 600.042, and wants a lawyer to
 8 represent him **or her** and is unable, without substantial financial hardship to
 9 [himself] **self** or his **or her** dependents, to obtain a lawyer, the state will provide
 10 a lawyer to represent him [if he requests such representation] **or her upon**11 **request**; and
 - (3) That if the state provides **such** a lawyer [for him, he], **the client** may be liable to the state for the cost of the services and expenses of the lawyer who handles [his] **the** case if he **or she** is or will be able to pay all or any part of such costs. The notice shall also contain a listing of the cases and proceedings for which defender services are available under section 600.042, and the telephone number of a person or answering service to call to request that a person designated by the state public defender system visit and interview him **or her**, and [give him] **provide** further information.
- 2. A person who is charged or detained in any case listed in section 600.042 or who appears in court without counsel at any stage of a case, or any other person on behalf of such person, may request that legal representation be furnished to him or her by the state. The court or any person representing the state public defender system to whom such request is made shall first [give him] provide a copy of the notice referred to in subsection 1 of this section or call the posted notice to [his] the charged or detained person's attention and permit

him or her to read it or [explain it] have it explained to him or her. If such person renews a request for state public defender system services, he or she shall be required to complete and sign an affidavit in accordance with section 600.086[. He] and shall be orally informed of the punishment for intentionally falsifying such affidavit.

- 3. It shall be the duty of every person in charge of a jail, police station, 33 constable's or sheriff's office, or detention facility to make a room or place 34 available therein where any person held in custody under a charge or suspicion 35 of a crime will be able to talk privately with his **or her** lawyer, [his] lawyer's 36 representative, or any authorized person responding to [his] **a** request for an 37 interview concerning his **or her** right to counsel.
- 600.062. 1. Notwithstanding the provisions of sections 600.017 2 and 600.042 to the contrary, neither the director nor the commission 3 shall have the authority to limit the availability of a district office or 4 any division director, district defender, deputy district defender, or 5 assistant public defender to accept cases based on a determination that 6 the office has exceeded a caseload standard.
- 2. Upon approval by the director or the commission, any district defender may file a motion to request a conference to discuss caseload issues with the presiding judge of any circuit court served by the district office. The motion shall state the reasons why the district defender is seeking the conference. When a motion to request a conference has been filed, the clerk of the court shall immediately provide a copy of the motion to the prosecuting or circuit attorney who serves the circuit court.
- 3. If the presiding judge approves the motion, a date for the conference shall be set within thirty days of the filing of the motion. The court shall provide notice of the conference date and time to the district defender and the prosecuting or circuit attorney.
- 4. Within thirty days of the conference, the presiding judge shall issue an order either granting or denying relief. The judge may order one or more of the following types of relief in any appropriate combination:
- 23 (1) Appoint private counsel to represent any eligible defendant 24 pursuant to the provisions of section 600.064;
- 25 (2) Investigate the financial status of any defendant determined 26 to be eligible for public defender representation under section 600.086

27 and make findings regarding the eligibility of such defendants;

- (3) Determine, after consultation with the prosecuting or circuit attorney, whether any cases can be disposed of without the imposition of a jail or prison sentence and allow such cases to proceed without the provision of counsel to the defendant;
- (4) Modify the conditions of release ordered in any case in which the defendant is being represented by a public defender, including, but not limited to, reducing the amount of any bond required for release;
- (5) Place cases on a waiting list for defender services, taking into account the seriousness of the case, the incarceration status of the defendant, and such other special circumstances as may be brought to the attention of the court by the prosecuting or circuit attorney, the district defender, or other interested parties; and
 - (6) Grant continuances.
- 5. Upon receiving the order, the prosecuting or circuit attorney and the district defender shall have ten days to file an application for review to the appropriate appellate court. Such appeal shall be expedited by the court in every manner practicable.
- 6. Nothing in this section shall deny any party the right to seek any relief authorized by law.
- 7. The commission and the supreme court may make such rules and regulations to implement this section. Any rule or portion of a rule, as that term is defined in section 536.010, that is created by the commission under the authority delegated in this section shall become effective only if it complies with and is subject to all of the provisions of chapter 536 and, if applicable, section 536.028. This section and chapter 536 are nonseverable and if any of the powers vested with the general assembly pursuant to chapter 536 to review, to delay the effective date, or to disapprove and annul a rule are subsequently held unconstitutional, then the grant of rulemaking authority and any rule proposed or adopted after August 28, 2013, shall be invalid and void.
- 600.064. 1. Before a circuit court judge appoints private counsel to represent an indigent defendant, the judge shall:
- (1) Investigate the defendant's financial status to verify that the defendant does not have the means to obtain counsel; and
- 5 (2) Provide each appointed lawyer, upon request, with an 6 evidentiary hearing as to the propriety of the appointment, taking into

7 consideration the lawyer's right to earn a livelihood and be free from 8 involuntary servitude. If the judge determines after the hearing that 9 the appointment will cause any undue hardship to the lawyer, the judge 10 shall appoint another lawyer.

- 2. No judge shall require a lawyer to advance personal funds in any amount for the payment of litigation expenses to prepare a proper defense for an indigent defendant. If reasonable and necessary costs are not available for the preparation of a proper defense for the defendant within the time required by law for the trial of the defendant and if the court is unable to appoint another lawyer for the defendant who can prepare for trial within the time required by law, the judge shall order the dismissal of the case without prejudice when necessary to protect the defendant's constitutional rights.
- 3. If an employee of the general assembly is appointed to represent an indigent defendant during the time period beginning January first and ending June first of each year, or whenever the general assembly is in a veto session or special session or is holding out-of-session committee hearings, the judge who made the appointment shall postpone the trial and all other proceedings of any kind or nature to a date that does not fall within such time period or appoint a different lawyer who is not an employee of the general assembly to represent the defendant.
- 4. Private counsel appointed to represent an indigent defendant may seek payment of litigation expenses from the public defender system. Such litigation expenses shall not include counsel fees and shall be limited to those expenses approved in advance by the director as reasonably necessary for the proper defense of the defendant.